

## 6. Economic Development

### 6.1 Economic Development Plan

Economic development planning is the process by which a community organizes, analyzes, plans, and then applies its energies to the tasks of improving the economic well-being and quality of life for those in the community. Issues and opportunities in the Town of Sand Lake related to economic development mainly includes supporting regional economic development efforts in Burnett County Villages and in areas that have the necessary infrastructure to support intensive commercial development, and supporting tourism, agriculture, forestry, home-based business. All of these issues affect residents of the Town of Sand Lake and are addressed directly or indirectly in the comprehensive plan.

The reason to plan for economic development is straight-forward - economic development provides income for individuals, households, farms, businesses, and units of government. It requires working together to maintain a strong economy by creating and retaining desirable jobs which provide a good standard of living for individuals. Increased personal income and wealth increases the tax base, so a community can provide the level of services residents expect. A balanced, healthy economy is essential for community well-being. Well planned economic development expenditures are a community investment. They leverage new growth and redevelopment to improve the area. Influencing and investing in the process of economic development allows community members to determine future direction and guide appropriate types of development according to their values.

Successful plans for economic development acknowledge the importance of:

- ♦ Knowing the region's economic function in the global economy.
- ♦ Creating a skilled and educated workforce.
- ♦ Investing in an infrastructure for innovation.
- ♦ Creating a great quality of life.
- ♦ Fostering an innovative business climate.
- ♦ Increased use of technology and cooperation to increase government efficiency.
- ♦ Taking regional governance and collaboration seriously.

The Town of Sand Lake's plan for economic development is to maintain the quality of life that attracts residents, visitors, and businesses to the area, to support wireless and hard-line broadband service infrastructure to the area to promote tele-commuting and home-based business development. Sand Lake does not have intensive areas planned for commercial uses by design; the plan is to retain existing businesses and have a mixed use area that focuses on local service delivery and uses. Sand Lake does not envision significant local administration to function and deliver services to residents and property owners, and is not positioning for regional community competitiveness related to attracting new business. Sand Lake has established commercial and industrial development policies as necessary, but the long term economic development focus is related to encouraging sustainable residential development, supporting tourism, agriculture, forestry, home-based business, and improving overall quality of life. In the event that new local commercial or industrial uses are found to be consistent with the plan, it will be important to

address the site design and development characteristics to ensure compatibility with surrounding development and preservation of the areas rural character. The Town of Sand Lake exhibits some unique economic characteristics. The town's rural land base also plays an important economic role by supporting tourism and outdoor recreation, and by providing opportunities for quality, affordable housing.

Many of the top issues and opportunities identified during the planning process (refer to the *Issues and Opportunities* element) center around natural resources, lakefront and water related development, costs and delivery of services, and management of rural character. The rural character and low population concentration of the town does not support typical economic development strategy in the sense of new commercial buildings or a business park, but rather one focused on capitalizing on existing strengths such as waterfront development, home-based business, and natural resource management. The town is concerned with the amount and design of commercial development, the potential for light and noise pollution, and the negative economic and environmental impacts that might accompany such development, recruiting and retaining businesses that contribute to the tax base, and the potential for expanded employment in the services sector. In order to address these issues and opportunities and to implement the town's plan for economic development, this plan includes recommendations to develop a site and architectural design review ordinance. Commercial and industrial development will be required to meet certain standards for building and site design as guided by the town's economic development policies. The plan also recommends supporting the enhancement of relationships between educational institutions and potential employers.

## 6.2 Economic Characteristics Summary

This section provides detail on educational attainment and employment in the Town of Sand Lake. For further information on economic development in the Town of Sand Lake and Burnett County, please refer to Chapter 6 of the *Inventory and Trends Report*.

### **Educational Attainment**

Table 6-1 displays the educational attainment level of Burnett County and Town of Sand Lake residents who were age 25 and older in 2000. The educational attainment level of persons within a community can provide insight into household income, job availability, and the economic well being of the community. Lower educational attainment levels in a community can be a hindrance to attracting certain types of businesses, typically those that require highly specialized technical skills and upper management positions.

Table 6-1  
Educational Attainment of Persons Age 25 and Over, Burnett County  
and Town of Sand Lake, 2000

| Attainment Level                            | Town of Sand Lake |                  | Burnett County |                  |
|---|-------------------|------------------|----------------|------------------|
|   | Number            | Percent of Total | Number         | Percent of Total |
| Less than 9th grade                         | 24                | 5.9%             | 687            | 6.1%             |
| 9th grade to 12th grade, no diploma         | 51                | 12.4%            | 1,257          | 11.2%            |
| High school graduate (includes equivalency) | 179               | 43.7%            | 4,811          | 42.7%            |
| Some college, no degree                     | 96                | 23.4%            | 2,296          | 20.4%            |
| Associate degree                            | 23                | 5.6%             | 645            | 5.7%             |
| Bachelor's degree                           | 25                | 6.1%             | 1,131          | 10.0%            |
| Graduate or professional degree             | 12                | 2.9%             | 446            | 4.0%             |
| Total Persons 25 and over                   | 410               | 100.0%           | 11,273         | 100.0%           |

Source: U.S. Bureau of the Census, STF-3, 2000.

Educational attainment for the Town of Sand Lake as measured in 2000 was fairly similar to that of the county. Slightly less than half of the adult population is a high school graduate and approximately 6% of the population has a bachelor's degree, slightly less than the county average of 10%. These data suggest that residents of the Town of Sand Lake are equipped to participate in all levels of the local and regional workforce, but also that the town can improve its position in the marketplace if more people were to reach a high school graduate level of attainment.

### Employment by Industry

The employment by industry within an area illustrates the structure of the economy. Historically, the State of Wisconsin has had a high concentration of employment in manufacturing and agricultural sectors of the economy. More recent state and national trends indicate a decreasing concentration of employment in the manufacturing sector while employment within the services sector is increasing. This trend can be partly attributed to the aging of the population and increases in technology.

Table 6-2 displays the number and percent of employed persons by industry group in the Town of Sand Lake, Burnett County, and the State of Wisconsin for 2000.

Table 6-2  
Employment by Industry, Town of Sand Lake, Burnett County, and  
Wisconsin, 2000

| Industry  | Town of Sand Lake |                  | Burnett County |                  |
|---|-------------------|------------------|----------------|------------------|
|   | Number            | Percent of Total | Number         | Percent of Total |
| Agriculture, forestry, fishing and hunting, and mining                              | 10                | 3.9%             | 300            | 4.4%             |
| Construction  | 21                | 8.3%             | 610            | 8.8%             |
| Manufacturing   | 42                | 16.5%            | 1,446          | 21.0%            |
| Wholesale trade   | 4                 | 1.6%             | 143            | 2.1%             |
| Retail trade  | 18                | 7.1%             | 807            | 11.7%            |
| Transportation and warehousing, and utilities                                       | 14                | 5.5%             | 281            | 4.1%             |
| Information   | 0                 | 0.0%             | 112            | 1.6%             |
| Finance, insurance, real estate and rental and leasing                              | 3                 | 1.2%             | 235            | 3.4%             |
| Professional, scientific, management, administrative, and waste management services | 13                | 5.1%             | 244            | 3.5%             |
| Educational, health and social services   | 43                | 16.9%            | 1,271          | 18.4%            |
| Arts, entertainment, recreation, accommodation and food services                    | 47                | 18.5%            | 778            | 11.3%            |
| Other services (except public administration)                                       | 8                 | 3.1%             | 309            | 4.5%             |
| Public administration   | 31                | 12.2%            | 357            | 5.2%             |
| Total   | 254               | 100.0%           | 6,893          | 100.0%           |

Source: U.S. Bureau of the Census, STF-3, 2000.

Of the 254 Town of Sand Lake residents employed in 2000, most worked in the arts, entertainment, recreation, accommodation, and food services sector; the educational, health, and social services sector; and the manufacturing sector. The breakdown of employment by industry sector in the town is very similar to that of Burnett County as a whole, with some key distinctions. Notably larger proportions of town employment are found in the public administration sector and a lower proportion of the employment is found in the manufacturing and retail trade.

### Employment by Occupation

The previous section, employment by industry, described employment by the type of business or industry, or sector of commerce. What people do, or what their occupation is within those sectors provides additional insight into the local and county economy. This information is displayed in Table 6-3.

Table 6-3  
Employment by Occupation, Town of Sand Lake, Burnett County, and  
Wisconsin, 2000

| Occupation  | Town of Sand Lake |                  | Burnett County |                  | State of Wisconsin |                  |
|---|-------------------|------------------|----------------|------------------|--------------------|------------------|
|   | Number            | Percent of Total | Number         | Percent of Total | Number             | Percent of Total |
| Management, professional, and related occupations     | 51                | 20%              | 1,762          | 25.6%            | 857,205            | 31.3%            |
| Service occupations                                   | 67                | 26%              | 1,234          | 17.9%            | 383,619            | 14.0%            |
| Sales and office occupations                          | 53                | 21%              | 1,407          | 20.4%            | 690,360            | 25.2%            |
| Farming, fishing, and forestry occupations            | 2                 | 1%               | 125            | 1.8%             | 25,725             | 0.9%             |
| Construction, extraction, and maintenance occupations | 27                | 11%              | 850            | 12.3%            | 237,086            | 8.7%             |
| occupations   | 54                | 21%              | 1,515          | 22.0%            | 540,930            | 19.8%            |
| Total   | 254               | 100%             | 6,893          | 100.0%           | 2,734,925          | 100.0%           |

Source: U.S. Bureau of the Census, STF-3, 2000.

Employment by occupation in the Town of Sand Lake is similar to that of Burnett County. Compared to the county as a whole, however, there are notably larger proportions employed in farming, fishing, and forestry occupations, as well as in production, transportation, and material moving occupations. These are offset by notably smaller proportions in management and professional services. These differences are logical given the local characteristics in educational attainment and employment by industry.

### 6.3 Desired Business and Industry

Similar to most communities in Burnett County, the Town of Sand Lake would welcome most economic opportunities that do not sacrifice community character or require a disproportionate level of community services per taxes gained. In this context, “business” could include any type of commercial use from a home-based business to a retail store, office, or other similar use. The categories or particular types of new businesses and industries that are desired by the community are generally described in the goals, objectives, and policies as included in this document. Desired types of business and industry within Burnett County include, but are not necessarily limited to:

- ♦ Business and light industry that retain the rural character of the community.
- ♦ Business and light industry that utilize high quality and attractive building and landscape design.
- ♦ Business and light industry that utilize well planned site design and traffic circulation.
- ♦ Business and light industry that revitalize and redevelops blighted areas of the town.
- ♦ Businesses that provide essential services that are otherwise not available in the surrounding neighborhood, such as retail stores, personal services, and professional services.
- ♦ Home based businesses that blend in with residential land use and do not harm the surrounding neighborhood.
- ♦ Business and light industry that provide quality employment for local citizens.
- ♦ Business and light industry that support existing employers with value adding services or processes.

- ♦ Business and light industry that bring new cash flow into the community.
- ♦ Business and light industry that fill a unique niche in the town and complement economic development efforts in the Town of Sand Lake.
- ♦ Business and light industry that capitalize on community strengths.
- ♦ Business and light industry that do not exacerbate community weaknesses.

## 6.4 Sites for Business and Industrial Development

. Generally speaking, the Town of Sand Lake is not planning for significant areas of commercial and/or industrial development. The primary economic development opportunities will be through the expansion of home based businesses in the town's residential and rural areas, including some limited waterfront-oriented businesses where appropriate. The expansion and access of wireless broadband internet technology will be a significant driver to stimulate the expansion or opportunity of home based business development. Such uses will be required to meet the applicable *Land Use* element policies, and policies of other relative element included in this plan. Other areas of the town might also be considered for more intensive business development upon approval of a plan amendment or rezoning as appropriate. The Town of Sand Lake is pro economic growth and opportunity, as generally described in the Town's Goals, Objectives, Policies, and Recommendations; however, the majority of business development within the County is encouraged to take place within the Villages of Grantsburg, Siren, and Webster where adequate utilities and infrastructure exist or are planned for expansion.

While there are no industrial parks in the Town of Sand Lake, there are three industrial and business parks located in Burnett County, the Grantsburg Industrial Park, the Webster Industrial Park and the Siren Industrial Park. The industrial and business parks in Burnett County occupy a total of 120 acres, of which 68 acres are currently occupied. Therefore, 52 acres, or 43% of the County's existing industrial and business park lands are available for future development.

### **Environmentally Contaminated Sites**

Brownfields, or environmentally contaminated sites, may also be good candidates for clean-up and reuse for business or industrial development. The WDNR's Bureau of Remediation and Redevelopment Tracking System (BRRTS) has been reviewed for contaminated sites that may be candidates for redevelopment in the community. For the Town of Sand Lake, as of May 2009, there were no sites identified by BRRTS as being located within the town and open or conditionally closed (indicating that further remediation may be necessary).

## 6.5 Economic Development Goals and Objectives

Community goals are broad, value-based statements expressing public preferences for the long term (20 years or more). They specifically address key issues, opportunities, and problems that affect the community. Objectives are more specific than goals and are more measurable statements usually attainable through direct action and implementation of plan recommendations. The accomplishment of objectives contributes to fulfillment of the goal.

***Goal 1: Maintain and enhance opportunities for resource based industries dependent on rural lands and provide opportunity for compatible economic growth and development***

***Objectives:***

- A. Encourage resource based industries including agriculture, forestry, and tourism which are consistent with the goals of this plan.
- B. Support agricultural and forestry working lands through appropriate utilization of land use planning and regulations.
- C. Support county efforts to establish the value of existing and potential agricultural land and help preserve them through the development of an agricultural “Transfer of Development Rights” (TDR) and/or “Purchase of Development Rights” (PDR) program.
- D. Discourage any type of development, not agriculturally related, on prime agricultural soils or lands designated for exclusive agriculture.
- E. Encourage continuation of the family farm.
- F. Encourage creative, unique and niche forms of agriculture.
- G. Support programs that coordinate the selling of local products within local establishments.
- H. Support programs that provide opportunities for farmers to network to increase the potential to share knowledge, resources, and equipment.

***Goal 2: Support efforts to attract, retain, and expand quality businesses and industries that will improve the employment and personal income base of the Town.***

***Objectives:***

- A. Encourage long term business investments that generate net fiscal benefits to the town, protect environmental quality, and provide increase to net personal income.
- B. Support incentives to those businesses of all sizes which demonstrate a commitment to protecting the environment and enhancing the town’s quality of life.
- C. Promote county-wide efforts to provide economic opportunity for all residents, including unemployed, underemployed, and special needs populations.
- D. Encourage diversified economic development to achieve and maintain a balanced tax base.
- E. Support agriculture, forestry, manufacturing, tourism, and related support services as strong components of the local economy.
- F. Support the increase of businesses that serve the aging and retirement population.
- G. Support the pursuit of local, state and federal funding and assistance that will help local businesses become more competitive.
- H. Distinguish and promote features unique to the town in order to compete and complement the region.

***Goal 3: Maintain or improve the utility, communication, and transportation infrastructure systems that promote economic development.***

***Objectives:***

- A. Support the development of regional facilities, cultural amenities, and services that will strengthen the long-term attractiveness of the town, county, and region.
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- B. Monitor the infrastructure needs of established businesses in order to meet their expansion and facility needs when they are consistent with the town's comprehensive plan.
- C. Attract and support the development of world class communication systems.

***Goal 4: Encourage a quality workforce to strengthen existing businesses and maintain a high standard of living.***

***Objectives:***

- A. Support local employment of area citizens, especially efforts that create opportunities for local young adults.
- B. Support home-based businesses that do not significantly increase noise, traffic, odors, lighting, or would otherwise negatively impact the area.
- C. Support area school districts, technical colleges, universities, and other non-profit agencies that promote workforce development.
- D. Support a continuum of educational opportunities responsive to the needs of the town work place.
- E. Encourage greater interaction between the schools and businesses in order to better coordinate the required education and skills.
- F. Promote and encourage community development that creates and enhances vibrant neighborhoods, and shopping, entertainment and recreational opportunities that will attract and retain younger families and employers.
- G. Support intergovernmental efforts to develop a local technical school.

## 6.6 Economic Development Policies and Recommendations

Policies and recommendations build on goals and objectives by providing more focused responses to the issues that the town is concerned about. Policies and recommendations become primary tools the town can use in making land use decisions. Many of the policies and recommendations cross element boundaries and work together toward overall implementation strategies. Refer to Section 9.5 for an explanation of the strategies cited as sources for many of the policies and recommendations.

Policies identify the way in which activities are conducted in order to fulfill the goals and objectives. Policies that direct action using the word "shall" are advised to be mandatory and regulatory aspects of the implementation of the comprehensive plan. In contrast, those policies that direct action using the words "will" or "should" are advisory and intended to serve as a guide. "Will" statements are considered to be strong guidelines, while "should" statements are considered loose guidelines.

Recommendations are specific actions or projects that the town should be prepared to complete. The completion of these actions and projects is consistent with the town's policies, and therefore will help the town fulfill the comprehensive plan goals and objectives.



## Policies and Recommendations

- ED 1. The Town shall support agriculture, forestry and tourism as a vital component of the Town's economic basis through appropriate utilization of land use planning and regulation.
- ED 2. The Town shall support current and future economic development through appropriate land use planning and regulation.
- ED 3. The Town shall direct highway corridor development to designated planned commercial areas and address building signage, lighting, service and land use standards.
- ED 4. The Town shall support home-based businesses.
- ED 5. The Town shall support locating intensive commercial and industrial development in and/or directed toward areas within which adequate public facilities and services already exist, are programmed for expansion, or will be provided concurrent with development.
- ED 6. The Town shall steer industrial development to villages capable of providing sewer and water services.
- ED 7. The Town should support the retention and expansion of existing businesses through facility improvements and the implementation of increased technology.
- ED 8. The Town shall support efforts to provide access to broadband internet access for Town residents.
- ED 9. The Town should support existing business expansion and retention efforts and new business development efforts that are consistent with the comprehensive plan.
- ED 10. The Town shall coordinate regularly with the County to evaluate economic development related grants, programs, and tax incentives for their applicability to the Town.
- ED 11. Town economic development programs and incentives should focus on development and businesses that include higher quality buildings and facilities, as well as, provide greater job opportunities with relatively high wages.

### 6.7 Economic Development Programs

For descriptions of economic development programs potentially available to the community, refer to the *Economic Development* element of the *Burnett County Inventory and Trends Report*.

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